

## 2911.0.55.004 - Information Paper: 2011 Census Special Enumeration Strategies, 2011

Latest ISSUE Released at 11:30 AM (CANBERRA TIME) 31/08/2012 First Issue

## Summary

### Contents

#### CONTENTS



[Introduction](#)

[Indigenous Enumeration Strategy](#)

[Culturally and Linguistically Diverse Enumeration Strategy](#)

[Homeless Enumeration Strategy](#)

[Mining Enumeration Strategy](#)

[Remote Travellers Enumeration Strategy](#)

## Introduction

### INTRODUCTION

The Census of Population and Housing is the largest statistical collection undertaken by the Australian Bureau of Statistics (ABS) and one of the most important. Its objective is to accurately measure the number and key characteristics of people in Australia on Census night, and the dwellings in which they live.

Every Census, the ABS uses a range of targeted approaches to enable the best possible coverage of all groups in the Australian population. These approaches, known collectively as the Special Enumeration Strategies, recognise and address the various social, cultural and physical barriers to the effective enumeration of many people living in Australia.

This publication discusses the Special Enumeration Strategies used in the 2011 Census. It details five strategies of particular importance covering the following target groups: Aboriginal and Torres Strait Islander people; people from culturally and linguistically diverse (CALD) groups; people experiencing homelessness; people working in or associated with mining sites; and people travelling remotely.

For more information on mainstream 2011 Census operations, refer to the publication [How Australia Takes a Census](#) (cat. no. 2903.0).

## FEATURES OF SPECIAL ENUMERATION STRATEGIES

Most special strategies have one or more of the following components:

*Special Collectors:* These were field staff employed to undertake specialist collection tasks as part of a special strategy. For example, locating hard-to-find populations, managing distribution and collection of forms in a collective establishment, or conducting interviews with respondents. A key objective when employing Special Collectors was to select them from the establishment, sector, or population group that was the target of the strategy.

*Alternative Census forms:* Alternative Census forms were used as part of some strategies. An Interviewer Household Form was used in nominated discrete Indigenous communities and in some urban areas. In some areas, a shortened version of the Census form was used to count rough sleepers as part of the Homeless Enumeration Strategy.

*Targeted communication:* Due to barriers to completing the Census, high representation in undercount rates and difficulties with enumeration, a number of population groups within the wider Australian population were identified as requiring additional or customised communication. The overarching communication objectives and key messages for the 2011 Census Communication Campaign also applied to these audiences. However, specific communication strategies and plans were developed to align with the Special Enumeration Strategies employed for these population groups, including the need to communicate special instructions to ensure the accurate completion of the Census. Communication strategies for these groups used different activities to engage the audience such as specialised printed instructional materials, advertising, translated information materials, event participation and sponsorship, the use of Census Ambassadors and other peer-to-peer communication tactics.

## LIST OF SPECIAL ENUMERATION STRATEGIES

The following is a summary of the Special Enumeration Strategies used in the 2011 Census:

*Aboriginal and Torres Strait Islander people:* The Indigenous Enumeration Strategy aimed to provide an accurate count of Aboriginal and Torres Strait Islander people in Australia. It included special procedures used in discrete communities as well as in some urban areas to assist with form completion; the employment of local people wherever possible; and, more broadly, the use of culturally appropriate engagement to encourage participation in the Census. The strategy was employed Australia-wide and involved considerable planning and resources. More information can be found on the [Indigenous Enumeration Strategy](#) in this publication.

*Culturally and linguistically diverse (CALD) groups:* This strategy aimed to increase participation of people from culturally and linguistically diverse backgrounds. In particular, with almost one-in-five Australians speaking a language other than English at home, there was a need to provide assistance to householders who had difficulties in speaking or reading English. This strategy also included awareness-raising campaigns targeted at specific cultural, ethnic and language groups. This was one of the most broad-ranging and publicly visible strategies. More information can be found on the [Culturally and Linguistically Diverse Enumeration Strategy](#) in this publication.

*Defence:* The ABS liaised with the Department of Defence to identify defence establishments

within Australia. Procedures for enumeration varied depending on whether the establishment contained private or communal dwellings. This strategy also covered defence personnel on vessels, and those who were overseas without having undergone immigration departure formalities.

*Homelessness:* This strategy encompassed people experiencing all levels of homelessness, including people sleeping rough, people staying at emergency or crisis accommodation, and those sleeping at friends' or relatives' homes with nowhere else to go. More information can be found on the [Homeless Enumeration Strategy](#) in this publication.

*Hospitals and health:* The ABS worked with the Australian Department of Health and Ageing to ensure an accurate Census count of people staying in hospitals, and residents in other care facilities such as nursing homes. In-patients and residents were given the opportunity, wherever possible, to complete Census forms in the same way as any other members of the public. Where in-patients or residents were incapable of completing forms, and no other help was available (for instance, from family members), information was obtained by interview using Special Collectors, or from administrative records.

*Immigration detention centres:* For the 2011 Census, detainees housed by the Department of Immigration and Citizenship (DIAC) were enumerated using administrative data provided by the department (with the exception of those persons in community detention).

*Literacy barriers:* This strategy was broadly aimed at those who did not have the literacy skills required to complete a Census form unassisted. It included providing assistance to complete forms at locations such as libraries, TAFEs, and at literacy classes, and offering help at home in selected locations.

*Mining:* The objective of this strategy was to ensure full enumeration of persons in mining camps on Census night. The ABS liaised with the relevant state and territory government departments, and with mining and affiliated companies (such as drilling, surveying, engineering and construction companies that support the mining industry) to identify all mining camps. Strategies were then developed to ensure the people in camps, the mobile workforce (fly-in fly-out workers, exploration and survey teams), and shift workers were all counted. More information can be found on the [Mining Enumeration Strategy](#) in this publication.

*Pastoral properties:* The aim of this strategy was to improve coverage of this hard to reach population group through maximising Census awareness, and utilising the most efficient means of enumerating remote pastoral properties. Each state and territory Cattlemen's Association (or equivalent) was contacted to obtain locations and contact details of pastoral properties, and to help determine the best way to enumerate each property based on its specific circumstances.

*Prisons:* The various authorities that control prisons and corrective institutions routinely provide administrative data containing key demographic information to the ABS National Centre for Crime and Justice Statistics (NCCJS). This information was used for the 2011 Census, avoiding the need to enumerate these establishments using field staff.

*Remote travellers:* This strategy was developed in recognition of the increasing number of people travelling in remote areas at Census time who were not staying in known locations or establishments (for example, caravan parks or established camping grounds). The strategy focussed on those in remote areas who were camping at small roadside stops or within remote National Parks and reserves. More information can be found on the [Remote Travellers Enumeration Strategy](#) in this publication.

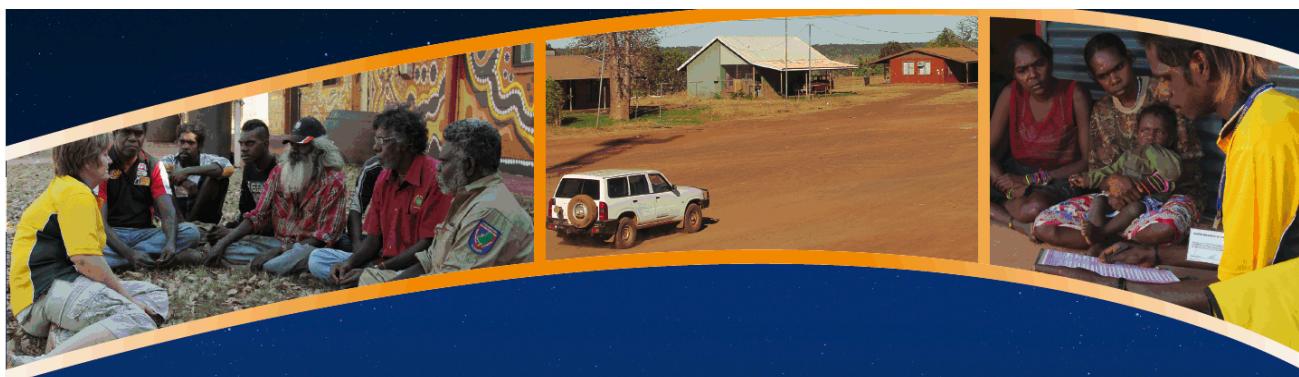
*Secure apartment buildings (SAB):* This strategy aimed to maximise participation in the Census for people living in secure apartment buildings. It covered challenges in relation to

building and apartment access, and focused on raising awareness of the Census.

*Shipping, offshore and migratory:* This strategy covered a range of people on Census night, including those people: travelling on overnight planes, buses, and trains; on cargo vessels and passenger liners; working on oil rigs; working in Antarctica; or travelling on long-haul road transport vehicles or overland tours. The aim of the strategy was to ensure that these people were neither missed nor counted twice (for example, at each end of a flight).

*Youth:* The ABS has found that young men and women are increasingly difficult to count in the Census. The 2011 Census Youth Communication Strategy aimed to raise awareness and understanding of the Census and its importance among young people aged 18 to 34 years, and to encourage maximum participation among this age group. Communication activities employed an integrated communication mix with strong use of online and social media, such as Facebook and Twitter, in order to maintain word of mouth messages spread among young people; and events and opportunities that sought to engage the youth audience where they 'live' using street marketing. Youth online and media channels were saturated in the direct lead-up to Census night to garner support and gain momentum as close as possible to when action was required. This included localised, personalised, and non-conventional marketing activities such as competitions, giveaways and special events.

## Indigenous Enumeration Strategy



### INDIGENOUS ENUMERATION STRATEGY

Overview  
Development  
During the Census Operation  
Key Challenges

#### OVERVIEW

The purpose of the Indigenous Enumeration Strategy (IES) was to ensure the Census provides an accurate count of the number of Aboriginal and Torres Strait Islander people in Australia. The IES has been evolving since special procedures were first introduced for the more remote areas of Western Australia and the Northern Territory in the 1976 Census. The strategy aims to be culturally appropriate and to raise the quality of the Census counts for Aboriginal and Torres Strait Islander people.

The IES was founded on the following principles, and these continued to be paramount for the 2011 Census:

- A need for cultural sensitivity, including the need to engage with the relevant people and organisations, show respect for cultural protocols, and provide information using culturally appropriate language and design.
- Providing support to Aboriginal and Torres Strait Islander people, in both urban and remote areas, to understand the importance of Census and complete their form. This support is provided in recognition that for many Aboriginal and Torres Strait Islander people, especially in remote areas, English is not the first language spoken, or may not be spoken at all.
- During each phase of the Census, seeking advice from local Aboriginal and Torres Strait Islander people and people experienced in working with relevant organisations and communities to develop appropriate approaches.

The five-yearly Census of Population and Housing is the only comprehensive source of small area data about Aboriginal and Torres Strait Islander people. A number of initiatives in recent years have reported on the disadvantage experienced by many of Australia's Aboriginal and Torres Strait Islander people. Some of these initiatives have been driven by the Council of Australian Governments, others by the Australian Government and community groups. Many of these projects and programs, such as the commitment to Closing the Gap, are primarily concerned with overcoming the disadvantage gap that exists between Aboriginal and Torres Strait Islander people and non-Indigenous people ([Endnote 1](#)). Census data plays an important role informing, monitoring and reviewing progress of these initiatives.

The 2011 Census IES incorporated improvements to the enumeration of Aboriginal and Torres Strait Islander people living in urban areas, as well as those living in remote communities. In some locations, the IES was integrated with other strategies, such as the [Homeless Enumeration Strategy](#), to ensure appropriate cultural procedures were implemented.

The range of improvements to the IES contributed to achieving the main goals for the 2011 Census - to improve coverage and the quality of data collected. At a broad level, these improvements included:

- earlier and more detailed ongoing engagement;
- the integration of the IES with the mainstream enumeration strategy to ensure better coverage;
- the reorganisation and increased flexibility of the field operation to ensure that for each area the appropriate enumeration methodology was used and documented;
- a reduction in the overall enumeration period for Aboriginal and Torres Strait Islander communities;
- increases in the number of field staff positions and people recruited to undertake the work;
- systems and procedures to enhance the collection of management information and to allow for closer management of the field operation and the tracking of progress;
- a greater level of support to Aboriginal and Torres Strait Islander people who need assistance in completing their form, particularly in urban areas;
- the creation of a Northern Australia Census Management Unit (CMU), based in the Northern Territory.

## DEVELOPMENT

Development of the 2011 Census IES drew on the extensive evaluation undertaken on 2006 Census data and field processes, and advice from stakeholders. Improvements were implemented across the full range of Census operations.

While the ABS is responsible for conducting the Census, the support, endorsement and assistance provided by a broad range of stakeholders is critical to the successful implementation of each phase of the operations. Key stakeholders were identified as the Australian and state and territory governments, local governments, service providers and community organisations. These stakeholders assisted the ABS on all levels and in particular in relation to recruitment of field staff and public relations.

A number of internal stakeholder groups were established to clarify the issues of highest priority and to develop recommendations about how improvements could be made for the 2011 Census. The view of external stakeholders was sought through two ABS advisory groups, the Indigenous Enumeration Strategy Working Group and the Advisory Group on Aboriginal and Torres Strait Islander Statistics (AGATSIS).

The ABS conducts ongoing engagement work under its State and Territory Statistical Service Program to support early awareness-raising about the Census. The Indigenous Community Engagement Strategy (ICES) ensures that the ABS engages appropriately and effectively with Aboriginal and Torres Strait Islander communities and organisations. The ABS employs Indigenous Engagement Managers (IEM) to support the ICES, and the role of these staff in the development phase of Census was to enhance the effectiveness of the IES through:

- liaising and establishing rapport with communities in urban, rural and remote locations;
- gaining an understanding of community characteristics and skill levels in relation to potential staff;
- assisting in building an understanding of the benefits of the Census to the community; and
- raising awareness with, and gain support from, organisations in urban areas to initially discuss the best way to conduct the count and obtain support with recruitment of suitable people; and later, to assist with the enumeration where possible.

The procedures and processes to be used in the Census, both new and old, were tested in a number of field tests conducted between 2008 and 2010. These tests were undertaken in a range of areas, in both urban and remote locations, to further develop and refine the methodology.

Closer to the Census, the ABS increased the level of regional engagement through the ICES, Regional Engagement Strategies, and the Local Engagement Manager (LEM) Strategy. LEMs provided an appropriate local level point of contact for gathering intelligence and developing networks. In some regions, the LEMs provided a critical link with local communities, resulting in better outcomes for recruitment during the Census operation.

### **Discrete Indigenous communities**

Discrete Indigenous communities are defined as areas which have clearly defined boundaries and the people who live there are predominantly Aboriginal or Torres Strait Islanders. The communities may be in remote locations or may be in, or near, towns - for example, in town camps.

In some discrete Indigenous communities, there are several reasons why standard Census procedures may not be appropriate for counting Aboriginal and Torres Strait Islander people. These include:

- the many different cultures and languages spoken among Aboriginal and Torres Strait Islander people; and
- the high number of people who move in and out of some Aboriginal and Torres Strait Islander communities.

In nominated communities where standard Census procedures were not appropriate, tailored procedures were used to conduct the Census. These procedures included interviewing each Aboriginal and Torres Strait Islander household using a tailored form - the Interviewer Household Form (IHF) - and employing local people, where possible, to conduct the interview.

After consultation between community elders, other community representatives and ABS employees, which included IEMs and LEMs, a decision was made on the best enumeration methodology for each community. Factors including literacy and numeracy, size of family groups and transient nature of members of the community were considered. Each situation was assessed independently with the focus on ensuring the highest quality information was gathered.

Based on evaluation from 2006, changes were made to the IHF. Absent people were included in the main section of the form and the Indigenous status question was relocated to the main demographic page, in line with the mainstream Census Household Form. No other significant changes were made to the form for 2011.

## **DURING THE CENSUS OPERATION**

### **Remote enumeration**

To address the significant workload issues experienced in the 2006 Census, a new structure of staffing was implemented for 2011. In addition, the approach to designing 2011 collection workloads with Indigenous components resulted in workloads covering a smaller number of dwellings, leading to a significant increase in staffing. This also provided the required flexibility to use the most appropriate enumeration methodology.

Enumeration was managed, at the local level, by either an Area Supervisor Discrete Community (ASDC), or a team called a Remote Area Mobile Team (RAMT), with each being responsible for an average of five communities. ASDCs and RAMTs employed Community Coordinators to assist with recruiting, training and supervising Collector Interviewers. Community Coordinators also liaised with the community and assisted in workload planning. Collector Interviewers were employed to conduct interviews and provide interpretation where required. As in previous Censuses, it was important that where possible, local Aboriginal and Torres Strait Islander people who understood the local community, culture and language were employed.

A new Indigenous Collector Record Book was introduced to record the full history of the enumeration for every workload. This included a list of all Aboriginal and Torres Strait Islander communities in the workload and any mainstream dwellings outside the community boundaries. All dwelling and person counts were summarised for easier reconciliation of information for the whole workload.

### **Urban enumeration**

Enumeration of Aboriginal and Torres Strait Islander people in urban areas was carried out with improved focus on support and assistance and, where feasible, the option of interviewing householders was available.

Where planning had identified a high proportion of Aboriginal and Torres Strait Islander people in a particular collection area, the Census Collectors' workloads were reduced in size, and Collectors were trained to offer interviews or other assistance. These Collectors were required to make up to three attempts during the delivery phase to contact the householder. If contact

was made, an interview was offered. If householders declined the offer of interview, preferring to complete the form themselves, Collectors followed the mainstream procedure of offering the eCensus in the first instance, and then a paper form. In cases where contact was not made, Collectors left the paper Census form and eCensus material on the last visit.

Where planning identified where there were Aboriginal or Torres Strait Islander people dispersed through a number of urban workloads, Indigenous Assistants were appointed by an Area Supervisor. The Indigenous Assistants were available in these areas for anyone who required support or assistance to complete the mainstream Census form.

## **Communication approach**

Diversity in geographic locations, languages spoken at home, and access to information about government programs and services each raised specific challenges for how best to promote the Census to Aboriginal and Torres Strait Islander people, communities and organisations.

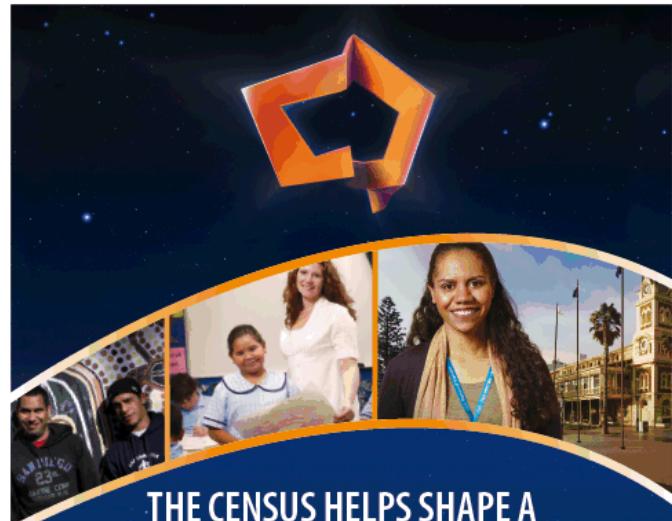
The 2011 Census Indigenous Communication Strategy employed an integrated communication mix focussing on a strong use of peer-to-peer communication. A key component of the communication strategy was to raise awareness of the importance of identifying as Aboriginal and/or Torres Strait Islander in the Census. Specific messages, and tailored or modified campaign materials including advertisements were developed, with an emphasis on production of visual material, where possible. Materials were tailored for urban and discrete communities.

Well-known Aboriginal and Torres Strait Islander personalities were used as Census Ambassadors at both a national and local level, to help disseminate campaign messages from trusted, independent, third party sources, who were well respected in their communities.

Print and radio media were heavily used in line with Aboriginal and Torres Strait Islander audience communication preferences. This included paid advertising and media relations activities, such as media partnerships with Indigenous owned and operated media outlets, targeted editorial, media releases and interview opportunities.

Online communication and social media were also employed, including YouTube video content from Aboriginal and Torres Strait Islander Census Ambassadors, and promotion via Facebook and Twitter.

Event participation and sponsorship at key Indigenous events in the lead up to the Census was also a key focus.



## THE CENSUS HELPS SHAPE A BRIGHTER FUTURE FOR OUR COMMUNITY

The Census Is In August 2011.  
For people in cities and towns, Census night is 9 August 2011.  
Everyone in Australia must be counted in the Census.

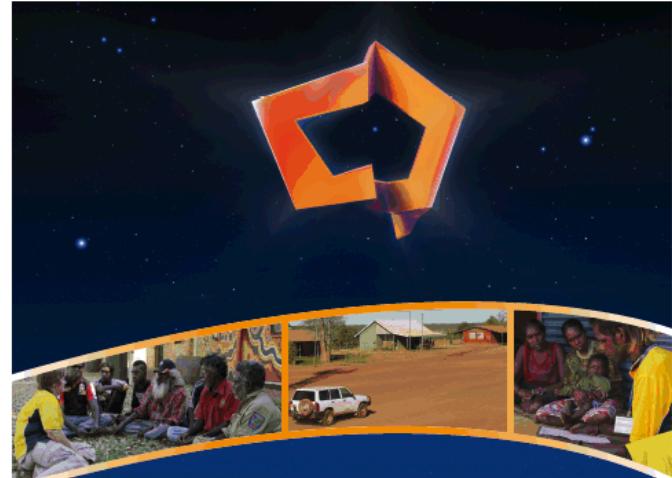
The Census Is a picture of our community.  
This picture is made up of all the people in our communities and shows how many people live here and how old they are. This can be used to see what we need, like houses, schools and health clinics, and where we need them most.

Information you provide in the Census is private.  
The ABS does not share this information with anyone.

For more information call 1300 338 776  
or visit [www.abs.gov.au/census](http://abs.gov.au/census).

 **Census**  
[abs.gov.au/census](http://abs.gov.au/census)

For a brighter future



## THE CENSUS HELPS SHAPE A BRIGHTER FUTURE FOR OUR COMMUNITY

The Census Is In August 2011.  
The Census counts every person in Australia, adults and kids.

It gives a picture of our community.  
This picture is made up of all the people in our communities and shows how many people live here and how old they are. This can be used to see what we need, like houses, schools and health clinics, and where we need them most.

Information you provide in the Census is secret.  
The ABS does not share this information with anyone.

For more information ask the Census staff who will be visiting your community.

 **Census**  
[abs.gov.au/census](http://abs.gov.au/census)

For a brighter future

## KEY CHALLENGES

All state and territory Census Management Units actively tried to recruit local people to key positions in Indigenous workloads. The preference was to draw people from local communities who were able to provide local knowledge and networks. These positions required strong administrative and management skills, and in some areas it proved difficult to find local people with the required skills and the capacity to undertake the work. In these instances, staff from outside the local area were employed.

### **Remote enumeration**

Of the two enumeration methodologies, RAMT worked well, as team members provided each other with mutual support and shared enumeration management across the team. By contrast, people working alone in the ASDC positions generally required more support from their Census Management Unit. Even though early engagement with service providers and key Aboriginal and Torres Strait Islander organisations was undertaken to identify appropriately skilled and available people to undertake these roles, it was difficult to find the required skill level and capacity in the one person, particularly because of the part-time role. In Northern Australia, graduates and other staff from the ABS and the Northern Territory Government were provided with the opportunity to join RAMTs to enhance their appreciation of enumeration challenges in the remote environment.

### **Communication approach**

The ABS commissioned independent market research to measure the effectiveness of the 2011 Census communication campaign.

Compared to the average of all Australians who participated in the research, the Aboriginal and Torres Strait Islander population was found to have lower awareness of the Census, be less supportive of the Census, and less likely to be aware of Census communications. However, the communications campaign still made an impact by increasing awareness levels from 41 per cent prior to the campaign to 62 per cent following the campaign.

Interestingly, after Census night, Aboriginal and Torres Strait Islander people were more likely than average to be aware of Census communications (72 per cent compared with 45 per cent for all Australians), but until then awareness remained significantly lower than average. This is a direct result of specialised activities and communications designed to engage and involve Aboriginal and Torres Strait Islander people which specifically occurred during this period.

The results of the 2011 Census showed an increase of 21 per cent in the number of Australians identifying as Aboriginal and Torres Strait Islander, compared to the 2006 Census.

### **ENDNOTES**

1. Further information on the 'Closing the Gap' reform agenda is available through the website of the Australian Government Department of Families, Housing, Community Services and Indigenous Affairs <[www.fahcsia.gov.au](http://www.fahcsia.gov.au)>.

[Back to article](#)

## **Culturally and Linguistically Diverse Enumeration Strategy**



## CULTURALLY AND LINGUISTICALLY DIVERSE ENUMERATION STRATEGY

Overview

Development

During the Census Operation

Key Challenges

### OVERVIEW

The Post Enumeration Survey conducted after the 2006 Census found that net undercount rates were very high for people born in non-English speaking countries. The Culturally and Linguistically Diverse (CALD) Enumeration Strategy was aimed at gaining support from the many community groups and nationalities that exist throughout Australia, facilitating and encouraging increased participation in the 2011 Census.

Experiences from the 2006 Census found that many people born overseas, especially recent arrivals and refugees, needed additional assistance with understanding and participating in the Census. The 2011 CALD Enumeration Strategy was developed in recognition of these challenges, building on the successes of the 2006 strategy. In addition, it addressed changes in the make-up of recent arrivals since the previous Census, including:

- significant increases in the proportions of migrant and refugee settlers placed in regional and rural centres;
- increasing numbers of international students, who may not see a need to participate in the Census; and
- the emergence of short-term migrant workers who are brought in to work in roles such as fruit pickers or abattoir workers.

The strategy also recognised the challenges some established migrants may have in completing the Census form, with evidence that increasing numbers of the established elderly migrant population are experiencing language difficulties.

The overall aims of the 2011 strategy were to:

- improve the coverage of CALD groups in the 2011 Census;
- identify and support CALD groups likely to be missed or undercounted;
- raise awareness by explaining the purpose of the Census and encouraging cooperation; and
- provide appropriate assistance to those people who may need it, particularly those who had been undercounted in previous Censuses and those who were likely to need assistance in completing a Census form.

## DEVELOPMENT

Prior to developing the strategy, extensive engagement and consultation was conducted with federal, state and local government; peak bodies and service providers; and community organisations.

Formal support was garnered from the Community Liaison Officer network under the Department of Immigration and Citizenship (DIAC), which has well-established links to thousands of organisations and individuals connected with CALD communities, to assist in engaging with various community leaders, raising awareness about the Census, and encouraging full participation.

A CALD communication strategy was also developed, which aligned with the overarching mainstream Census campaign, but was localised for particular area and audience characteristics and communication requirements. State-based communication plans were also developed to help achieve this outcome. This strategy aimed to increase CALD community participation in the Census, and the identification of ancestry, languages spoken, and birthplace, by raising awareness of the Census among CALD communities, when it was taking place, its importance and how to participate. It also aimed to gain the support of CALD stakeholders and intermediaries to provide assistance to improve CALD Census participation.

A consultant was engaged to provide specialist expertise, analysis and advice on the Census communication campaign in relation to CALD communities. Specifically, the consultant helped to develop and implement elements of the strategy by the provision of:

- advice to the mainstream creative agency on the effectiveness and appropriateness of the creative concept for CALD audiences;
- strategic advice on the proposed tactics and activities to ensure they were culturally appropriate; and
- written translation services.

## DURING THE CENSUS OPERATION

Field staff were recruited from CALD communities where possible, in particular in locations where having skills in languages other than English was desirable.

'Fill-in the form' sessions were run with the assistance of community organisations, Migrant Resource Centres, Ethnic Community Councils, religious services, libraries, TAFEs and other education providers. These sessions enabled people with difficulties in understanding the Census form to get advice and assistance to complete it.

### Communication approach

The 2011 Census CALD Communication Strategy employed an integrated communication mix with a strong use of grass-roots and peer-to-peer communication, and event participation and sponsorship. It garnered the support of well-known CALD personalities and organisations, at both a national and local level.

Community, media and business leaders were recruited as Census Ambassadors. These 25 Census Ambassadors had extensive networks and ties to their communities, and held considerable influence in their respective communities and professions. They helped to spread Census messages throughout the national, state and local chapters of their networks and organisations at a grass-roots level.

Communication activities also targeted print, radio and online media in line with CALD audience communication preferences, with a special focus on proactive media relations with CALD media outlets. Two national CALD media events were hosted in the lead up to Census night, to foster media and community support for the Census.

Advertising in key CALD media was undertaken, and included press advertising in 36 languages and radio advertising in 68 languages.

A range of multilingual information and support materials were produced in more than 60 languages. The materials included fact sheets, brochures, posters, signage, postcards and video content, both online and in DVD format.

The multilingual video, produced in conjunction with SBS television, was made available through the ABS website and also distributed in DVD format to Migrant Resource Centres, libraries, ethnic organisations and community service providers. The video provided general information and assistance on the Census in 16 languages. (Endnote 1)

Other communication activities included event participation and sponsorship, media partnerships, a retail distribution strategy and promotion via online and social media.

In-language assistance was offered through the Census Inquiry Service and Translating and Interpreting Service (TIS) National for the duration of the Census enumeration and collection. This service was advertised on the ABS website and in the Census guide brochure. The brochure was delivered to all households in Australia, and covered 10 of the most commonly spoken languages in Australia after English.

Independent research commissioned by the ABS determined CALD audience awareness levels of the Census were high, increasing from 54 per cent prior to the campaign to 85 per cent post-Census night.



## KEY CHALLENGES

Although Special Collectors were engaged in areas with high levels of CALD groups to provide additional assistance, finding enough staff with the required skills was a challenge. The ability of each CMU to access a register of field staff by languages spoken was useful.

Some aspects of the CALD Enumeration Strategy for the 2011 Census were targeted at new and emerging groups within Australia's CALD community. While this was vital in improving coverage, evidence suggests there are also large numbers of older established immigrants that have limited literacy and language skills and lack the support networks and service support of some of the emerging groups.

Raising awareness of the compulsory nature of the Census amongst international students will be an ongoing challenge. Frequently, field staff found that people from this group believed the Census only applied to citizens or to those who had been in Australia for over 12 months.

## ENDNOTES

1. The multilingual video, *Information about the 2011 Census*, was available in the following languages: English, Arabic, Auslan, Burmese, Cantonese, Dari, Dinka, Farsi, Karen, Khmer, Kirundi, Korean, Mandarin, Tamil, Thai and Vietnamese.

[Back to article](#)

## Homeless Enumeration Strategy



### HOMELESS ENUMERATION STRATEGY

- Overview
- Development
- During the Census Operation
- Key Challenges

## OVERVIEW

A successful Census of Population and Housing is one that counts everyone in Australia on Census night. The 2011 Homeless Enumeration Strategy (HES) was developed with the aim of achieving this, as well as enabling estimates of the numbers of people who were likely to have been homeless on Census night. The HES targets those homeless groups that are hard to enumerate or identify as homeless through the mainstream Census collection.

'Homelessness' is not a characteristic that is directly measured in the Census through questions on the Census form. Estimates of the homeless population may be derived from Census data using analytical techniques, based on both the characteristics observed in the Census, and assumptions about the way people may respond to Census questions.

Homelessness is broad in concept, covering, for example, people without a roof over their heads who sleep 'rough' in streets or parks; those who are in supported accommodation for the homeless and crisis accommodation; others who have no usual address and who 'couch surf' with friends or family; and some people who live in boarding houses.

The 2011 Census HES complemented the mainstream Census and other special strategies to ensure that everyone was enumerated on Census night. The groups that were the focus of the strategy were those who were rough sleeping, couch surfing or staying in supported accommodation for the homeless. People who were staying in boarding houses were enumerated under the procedures that the Census employs to count people in non-private establishments. The HES was a nation-wide initiative, covering all jurisdictions and all areas, including remote, in Australia.

Critical to the success of the HES was the support and engagement of service providers and their staff from a number of community sectors across Australia who worked with the ABS to successfully enumerate people experiencing homelessness. The ABS acknowledges the hard work and dedication of these people to producing a high quality count of all people in Australia.

## DEVELOPMENT

The 2011 HES was based on previous Census homeless enumeration strategies, utilising the experience of field and coordinating staff in the Censuses of 1996, 2001 and 2006. The core strategies of the 2006 HES remained largely unchanged in 2011, incorporating minor improvements as follows:

- The approach for counting rough sleepers in identified 'hot spots', outside of the mainstream Census field operations, was based on the process used in previous Censuses. This included engaging with service providers to assist in publicity, identification of hot spots and recruitment of field staff, and employing staff specifically to carry out interviews with people sleeping rough on Census night. Improvements made for 2011 included the development of nationally standardised operational plans for each state and territory, and standardising training and manuals for field staff. The extended period of enumeration for one week over Census night, used successfully in 2006, was retained in 2011.
- The Special Short Form (SSF), which is a shortened version of the Census form, was unchanged from the 2006 Census and was available for use again in 2011. For 2011, Census Management Units were given the flexibility to use either the SSF or the mainstream Census Household Form (HHF) to count rough sleepers.
- The identification of couch surfers on mainstream forms was given greater emphasis than in previous Censuses. Couch surfers and other people experiencing homelessness who are enumerated on mainstream forms are traditionally difficult to identify as homeless. One way of increasing identification of this group in 2011 was through the promotion of writing 'None' in the question on the Census form asking about a person's usual place of residence. Targeted promotion, through agencies such as Anglicare and the Salvation Army, aimed to encourage these people to indicate clearly on their forms that they had no usual address.
- To correctly identify supported accommodation for the homeless, the 'Green Sticker' and address list strategies were retained for 2011. These strategies are outlined further

below.

- The identification and enumeration of Aboriginal or Torres Strait Islander people experiencing homelessness was an important component of the strategy for 2011. In 2006 the rate of Indigenous homelessness was estimated to be three times the rate for other Australians.

As in previous Censuses, early networking with organisations was an important component of the strategy. Census Management Units (CMUs) in each state and territory began networking up to one year before the Census to assist in operational planning. The benefits of this included: early identification of locations where people sleeping rough were likely to be found; the refinement of estimates of numbers of rough sleepers in particular areas; access to a valuable pool of knowledgeable staff and potential Collectors; and facilitation of the spread of 'word of mouth' promotion of the Census throughout the homeless population.

## **DURING THE CENSUS OPERATION**

CMUs worked closely with service and accommodation providers to identify locations of people experiencing homelessness and to employ staff from these organisations, where possible, to assist with the homeless count. Many people who had, or were currently experiencing homelessness, were recruited to assist with the homeless count. Over twice as many specialist field staff were employed to conduct the homeless count in 2011 than in 2006 (over 550 staff in 2011 compared with over 250 in 2006).

### **Street count**

A major component of implementing the strategy was the street count - ensuring that Census forms were completed for people experiencing homelessness who were sleeping rough and who might otherwise be missed by the mainstream enumeration.

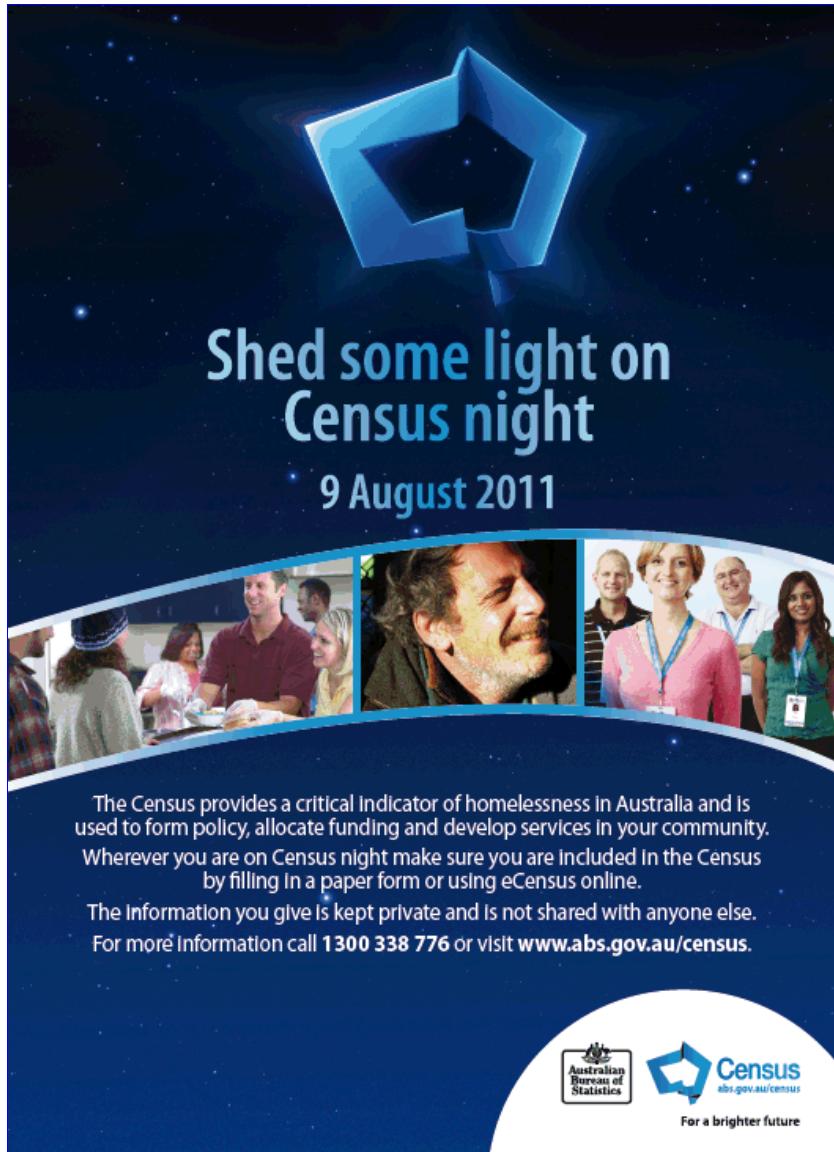
CMUs had the flexibility to use either a mainstream Household Form (HHF) to enumerate rough sleepers, or the Special Short Form (SSF). The HHF enables more data, such as family structure, to be collected. However, the SSF takes less time to complete for each person experiencing homelessness. Most states and territories chose to use only the SSF to count rough sleepers. However, the Northern Australia CMU used the HHF, allowing capture of more comprehensive data for groups of people sleeping rough (such as the Darwin 'long-grassers'). This CMU also employed people experiencing homelessness to assist with the rough sleeper count across the region.

There were other differences in the way that the states and territories conducted the street count. For example, the New South Wales CMU employed a large team of Special Collectors who, using information received from service providers, identified locations and hot spots where rough sleepers were known to be. These collectors went out to these locations over several days, and also visited soup kitchens, hostels and known services for the homeless to get a complete count. The Victorian CMU engaged service provider staff as Special Collectors who, over the period of a week, enumerated people experiencing homelessness as they came in touch with their services. Other CMUs used combinations of these methods. The difference in methodology can partly be explained by the difference in ease of access to state government information on service providers, and the varying capacity of staff working for service providers to work for the Census.

### **Communication approach**

The 2011 Census Homeless Communication Plan aimed to raise awareness and understanding of the Census and its importance among government agencies, community

groups and service providers that work with people affected by homelessness, to help achieve as high as possible enumeration of this group.



While an accurate Census means effectively counting homeless people, the extent to which homeless people were counted in the Census rested largely with Census collection staff. As a result, and due to complexities involved in targeting communication to this population group, and difficulties faced by this group accessing mainstream media, Census information and messages were primarily delivered via third parties, and through editorial placement in homeless-specific media and online channels such as online homeless forums.

Printed material was also produced for distribution to service providers letting them know how they could assist in the Census count. Special materials were designed to promote the 'None' option for the usual residence question.

Activities were also targeted towards population groups such as couch surfers (people with no permanent home who were staying temporarily with friends or relatives) and towards those staying in non-traditional homeless accommodation such as hotels and motels.

Event participation and sponsorship was also employed, including distribution of Census branded materials via accommodation services and catering services. Extensive local engagement work was undertaken by Census Management Units with local homeless service providers.

# NO VACANCY

## Shed some light on Census night

Census night is Tuesday 9 August 2011. If you're staying with a relative or crashing at your mate's place because you now have no usual address, here's what you need to do:

Write 'None' in the 'Suburb/Locality' box for the usual place of residence question when completing your Census form. Like your current situation, the Census is just a snapshot in time.

And if you've got a friend or relative staying at your place on Census night make sure they're included on your Census form too.

### Shed some light on Census night, Tuesday 9 August 2011.

You can either fill out the form delivered to the household, or complete the eCensus online at [www.census.gov.au](http://www.census.gov.au)

Remember, what you say is private and confidential and lights the way forward for housing, health, education, transport and the environment, making a brighter future for all of us.

AFFIX  
STAMP  
HERE



For a brighter future



2011 Census  
Australia



@2011Census



CensusAustralia

## Green Sticker strategy and address lists

The ABS engaged with providers of supported accommodation for the homeless to allow people staying in these dwellings on Census night to be counted confidentially, that is, that they did not need to identify to the Census collector that they were homeless. Two strategies were employed: 'Green Stickers'; and the address list strategy.

'Green Stickers' were sent to organisations, Specialist Homeless Service (SHS) providers and umbrella groups to be used on Census forms that were completed in crisis accommodation and refuges. This ensured that the householders could minimise contact with the local Census Collector, and avoid identifying that they were staying in a refuge or other accommodation for the homeless. A Green Sticker was placed on the Census form, which was mailed directly to the Census Data Processing Centre (DPC). The form was then processed confidentially and securely, and the dwelling was flagged in the data as providing supported accommodation for the homeless. A message was sent to the Collector that the form had been returned by post and not to return to the dwelling to collect it.

The other strategy was to obtain lists of the known addresses where supported accommodation for the homeless was provided on Census night. These lists were obtained from government bodies, individual SHS providers, and umbrella organisations. This information was used to correctly classify the accommodation within the DPC, bypassing the need for field staff to identify the dwelling as accommodation for the homeless.

Given the confidential nature of these lists, the ABS took steps to ensure the addresses were kept secure and confidential, by creating a password-protected electronic deposit box to provide the addresses. Only authorised staff at the DPC were permitted to access these lists.

## KEY CHALLENGES

Overall the 2011 Census HES was very successful. However, there are opportunities to make further improvements to the strategy for the next Census in 2016.

Critical to the success of the HES is continued engagement with service providers in the sector across Australia to ensure positive support for future Census enumeration. This includes the recruitment of those who work with homeless people - as well as those who have been homeless themselves - to assist with the street counts, publicity, green sticker and address list components of the HES.

Developing a national strategy that is implemented consistently, but which has the flexibility required to cater for different local arrangements, will be a continued challenge. Every jurisdiction is different, and the HES will need to be flexible enough to meet the needs of local areas, as well as prescriptive enough to ensure national consistency, coverage and comparability.

The nature of housing support services for people who are homeless is continually changing. The ABS will ensure that in the lead up to the next Census, procedures are reviewed to ensure that people in new forms of supported accommodation are correctly identified through the Census. With advice from service providers, the ABS will develop ways to ensure that clients who are accommodated using vouchers or 'brokerage' in hotels and caravan parks are identified correctly during Census enumeration as people in supported accommodation for the homeless. In addition, the ABS will look at ways to improve the identification of boarding houses - both those that are registered and those that are not.

## Mining Enumeration Strategy



### MINING ENUMERATION STRATEGY

Overview  
Development  
During the Census Operation  
Key Challenges

## OVERVIEW

The 2011 Mining Enumeration Strategy was developed to better manage all aspects of the enumeration of mining sites. It aimed to increase awareness and participation and to encourage correct reporting and procedures, both within mining sites and their associated construction sites.

Concerns were raised after the 2006 Census when counts from mining sites, particularly those with transient worker camps, were lower than expected. Accurate counts in mining sites enable local government authorities and businesses to anticipate the level of services needed by nearby camps. There were also concerns about whether fly-in fly-out (FIFO) or drive-in drive-out (DIDO) workers were answering the question about place of usual residence correctly (that is, reporting the camp as their usual residence if they were staying there more than six months of the year). Census usual residence data form the basis of the Estimated Resident Population (ERP), which is used to determine federal funding grants to state, territory and local governments.

Since the 2006 Census, there has been a significant increase in mining and associated construction activities in Australia, with most of this growth occurring in Western Australia and Queensland. Closely associated with this increase, the number of operations using FIFO or DIDO workforce has risen considerably.

The overall aim of the mining strategy was therefore to achieve improved reporting in the regions with significant mining activity. This strategy was intended to cover employees, mining and non-mining contractors and other personnel staying at mining sites or other accommodation facilities associated with the mining industry. The secondary objective was to improve the accuracy within the sector of answers to the usual residence question.

The enumeration of mining sites presents a number of unique challenges, such as:

- the remoteness of some locations;
- the limited accessibility to sites and to the communities and accommodation camps attached to them, due to security and workplace health and safety barriers; and
- language and literacy issues.

The high incidence of FIFO and DIDO workforces, and the number of very large-scale resource projects under construction and development, exacerbates these difficulties. Some of these projects are well-documented, such as activities in the Pilbara in Western Australia. However, other projects are lesser-known.

## DEVELOPMENT

The national Mining Enumeration Strategy was developed for the first time for the 2011 Census. It built on the approaches used in Western Australia and the Northern Territory in the 2006 Census, where a centralised process was used to contact larger mining operations, with smaller operations and exploration camps being enumerated by local field staff.

The development involved extensive consultation with a range of organisations involved in the mining industry. These included national authorities, state government agencies, local government authorities (LGAs), peak bodies, and community representatives. The consultation process aimed to collect a range of information, including:

- identification of individual mining operations;
- details of operations such as exact location, a contact person, estimated number of employees;

- identification of associated accommodation villages and camps;
- proposed mines and mines under construction; and
- onshore and offshore petroleum operations.

ABS Local Engagement Managers (LEM) in each state and territory used their own networks to identify mining operations that may not have been identified through other means.

To raise awareness of the Census, staff attended the Mount Isa Mining Expo, an annual national industry event. In Western Australia a series of regional workshops were conducted which aimed at securing a cooperative coordinated response in terms of increasing the number of Census forms completed correctly and returned promptly. The mining industry was well represented at each workshop. LEMs provided a critical service in developing strong links with mining and exploration activities on the ground.

Data was gathered from various sources and analysed to help understand the mining sector in order to achieve a better count. Consideration was given to the different types of mining activity in Australia. For example, the Hunter Valley, La Trobe Valley, Mount Isa, Kalgoorlie and Broken Hill contain long term mining activities closely integrated with established townships. In contrast, Cloud Break in remote Western Australia and Hail Creek in Queensland are representative of a newer style of mining operation that requires a FIFO workforce. Olympic Dam in South Australia shares a number of similarities with Kambalda in Western Australia; both are reflective of evolving developments where the mine is near a town. Recent expansion in these two developments has required workers accommodation to be built nearer to the site, to accommodate a growing FIFO/DIDO workforce.

## **DURING THE CENSUS OPERATION**

The strong cooperation of the mining industry greatly assisted the effective enumeration of mining sites. Before the Census, CMUs made contact with all identified mining operations. Information was obtained on the number of staff expected to be on site on Census night. The contacts assisted the CMUs to identify staff in the larger sites to employ as Special Collectors, who would oversee the distribution and collection of Census forms. In some instances, such as very remote sites or where a Special Collector was unable to be recruited, a Remote Area Mobile Team was employed to enumerate mining sites. For smaller mines, exploration sites and work gangs, local Census field staff managed the distribution and collection of census forms as part of the mainstream Census operations.

### **Communication approach**

Targeted communication was an important component of the mining strategy. The communication campaign targeted mining companies, mine managers and mine site employees. The campaign included information leaflets, posters, media releases and regional radio and television broadcasts. Materials provided mine site workers with information on how the Census form should be completed, specifically in relation to the usual residence question. Campaign materials were distributed to the larger operations, as well as the smaller sites that were enumerated under the local field staff.

The Census of Population and Housing is on Tuesday 9 August 2011. Everyone in Australia must complete a Census form, wherever they are.

You must complete your own form, even if you have a second residence where you live when you're not on-site. Your spouse/partner or family should not include you on their form.

If you spend, or intend to spend, more than six months of the year on-site, record your usual address details accurately and in full by using your on-site address when you answer the 'Where does this person usually live?' question.

Getting the population count right in mining towns and camps helps plan for a brighter future for these communities.

For more information visit [www.abs.gov.au/census](http://www.abs.gov.au/census) or call 1300 338 776.

Your on-site address is:

**Australian Bureau of Statistics**

**Census**  
abs.gov.au/census

For a brighter future

In many cases representatives from the mining industry and local LGAs assisted with the running of the publicity campaigns, often creating their own brochures and posters promoting the importance of the Census to the mining sector and communities surrounding mining sites.

For those with language and literacy issues, support was offered to assist them to complete the form correctly.

## KEY CHALLENGES

Recruitment for positions associated with the strategy remained a challenge. This was a problem both within mining sites - identifying mining staff to work as Special Collectors - and in the surrounding regional and remote areas - employing local people to work as Census Collectors.

Despite extensive planning, local Census field staff still reported finding a large number of smaller operations and exploration camps in their local areas that had not been found through

the earlier identification process. This created difficulties in locating enough Census material to cover the shortfall.

Providing better access for people to complete an eCensus return will need to be considered for the future. Paper forms were often considered more practical, due to limited internet access at some sites and the poor quality of connections. Another reason for using paper forms was that Special Collectors could not confirm whether an employee had completed a Census form if they had used the online option.

Despite the targeted information for workers, there still remained confusion amongst some who did not realise that they needed to complete a form where they resided on Census night, believing their family or house mates would list them on their form at home.

## Remote Travellers Enumeration Strategy



### REMOTE TRAVELLERS STRATEGY

Overview

Development

During the Census Operation

Key Challenges

### OVERVIEW

The Remote Travellers Strategy was developed for the 2011 Census in response to the increasing number of people travelling in remote areas at Census time. This strategy did not cover all travellers across Australia, but was targeted at people travelling remotely and, for example, camping at small roadside stops or within remote national parks and reserves rather than staying in recognised accommodation and known locations.

The key objectives for the 2011 Census Remote Travellers Strategy were to:

- improve coverage of travellers in remote areas;
- improve public awareness of information available for travellers in remote areas;
- improve information available to travellers through the Census website and the Census Inquiry Service; and
- provide key collection points for Census forms, mailback envelopes and eCensus material to be available for pick up.

## DEVELOPMENT

Collection points were identified in remote locations in each state and territory, where travellers would be able to obtain a Census form and eCensus material.

Extensive research of travellers websites, visitors centres, remote national parks, tourism operators, police stations, truck stops, roadhouses and remote camping ground locations was done to obtain a comprehensive list of locations travellers may pass through or bed down for the night. Census Management Units engaged with key organisations and state and territory government departments to build an understanding of the numbers of remote travellers and where their probable locations would be in August 2011. This information was used to design and implement the strategy in each state. It also determined where collection points were going to be most effective.

Suitable collection points included:

- tourist and visitor information centres;
- state and national park offices;
- roadhouses and truck stops;
- road transport authority weigh stations and inspection centres; and
- telecentres, Australian Government offices or Centrelink offices in remote towns and regional centres (such as Katherine, Broome and Mount Isa).

Consultation with key state government departments led to offers of assistance in providing information on online booking systems for campers; cooperation from state rangers to assist Census staff; and the provision of information on the number of campers with bookings in national parks the week before Census night. To raise awareness of the Census with people travelling in remote areas around Census night, approval was given by state transport departments to erect directional signs at roadside rest areas to indicate the closest collection point at which travellers could pick up a Census form and eCensus material.

## DURING THE CENSUS OPERATION

Each identified collection point was pre-stocked with quantities of travellers packs to be distributed to travellers. Approximately 12,000 packs were issued to around 190 locations.

Each pack contained a pre-numbered paper Census form, an eCensus envelope, a mailback envelope, a Census brochure and instructions for the traveller. The instructions explained to the traveller how to submit an eCensus return or mail back the paper form, as well as how to record their location on Census night, for example, by giving the GPS coordinates of their stopping point.

The collection points were advertised on the Census website from 1st August and were also available through the Census Inquiry Service. The 2011 Census website promoted the collection points and provided clear options for remote travellers, including how to access the eCensus and general information on where people could get help. Travellers could get packs from the collection points from 1st August until 15th August 2011.

Collection point locations varied from visitor information centres throughout Queensland (Winton, Cunnamulla, Charleville, Laura and Cooktown), police stations and roadhouses in Western Australia (Karratha Police station, Kunawarritji community roadhouse) to truck stops, ranger stations, and houseboats along the Murray River, in South Australia.

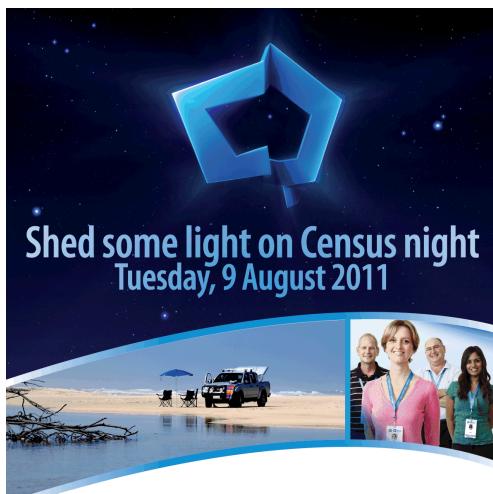
Census field staff worked closely with the managers and staff at each collection point to ensure they had sufficient forms and to provide support. In some instances staff at collection points were employed by the ABS as Special Collectors.

## Communication approach

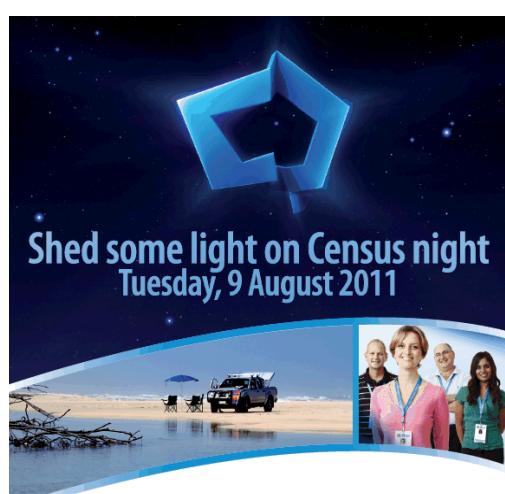
Communication activities were channelled through national, state and local avenues such as grey nomad associations and websites, tourism magazines, newspapers, tour operators, industry newsletters and email networks to assist with the distribution of brochures, posters and information about the Census. These materials were also displayed anywhere that Census enumeration travellers packs were available.

Key messages included:

- everyone must be counted no matter where you are on Census night;
- the purpose and benefits of the Census;
- personal information is confidential and will not be shared;
- where to go for more information;
- information about how to pick up and return a form after Census night; and
- directions on how families of truck drivers and children on school trips should record the absence of a family member on their Census form.

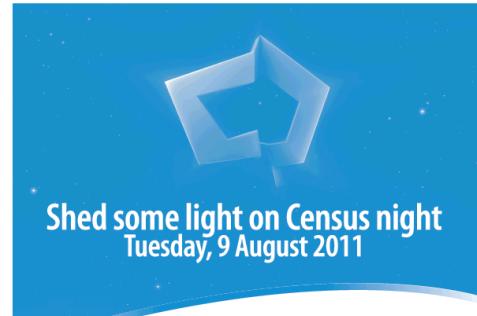


Everyone in Australia, even international visitors and backpackers, will need to complete the Census, no matter where you are. If you will be travelling and staying in remote parts of Australia on Census night, and not staying with an accommodation provider, [please collect your Census pack here](#).



**Please collect your  
Census pack here.**





Travelling to remote Australia?  
Pick up your Census pack from:

Census Inquiry Service 1300 338 776



## KEY CHALLENGES

Quantities of travellers packs were sent to locations based on estimated numbers obtained from a range of sources. In some remote 'hot spots', the number of packs was underestimated, as there were far more travellers than had been anticipated. The CMUs held reserve supplies of travellers packs and these were sent out to locations where more packs were needed.

Encouraging remote travellers to use the eCensus option was a challenge. Form return data from the Data Processing Centre indicated that less than 2 per cent of remote travellers chose to use eCensus while 33 per cent chose to mail their forms back. As technology continues to change and improve, future Censuses may see far more people in remote areas choosing to complete their Census online.

## About this Release

During the 2011 Census of Population and Housing, special strategies were employed to assist in the enumeration of some population groups. This publication documents special enumeration strategies such as those used for the Aboriginal and Torres Strait Islander population, people experiencing homelessness and people from culturally and linguistically diverse backgrounds.

## Explanatory Notes

## Abbreviations

## ABBREVIATIONS

AGATSIS	Advisory Group on Aboriginal and Torres Strait Islander Statistics
ASDC	Area Supervisor discrete community
CALD	Culturally and linguistically diverse
CMU	Census Management Unit
DIAC	Australian Government Department of Immigration and Citizenship
DIDO	Drive-in drive-out
DPC	Data Processing Centre
ERP	Estimated Resident Population
FIFO	Fly-in fly-out
HES	Homeless Enumeration Strategy
HHF	Household Form
ICES	Indigenous Community Engagement Strategy
IEM	Indigenous Engagement Manager
IES	Indigenous Enumeration Strategy
IHF	Interviewer Household Form
LEM	Local Engagement Manager
LGA	Local Government Authority
NCCJS	National Centre for Crime and Justice Statistics
RAMT	Remote area mobile team
SAB	Secure apartment building
SHS	Specialist Homeless Service
TIS	Translating and Interpreting Service National
National	

---

© Commonwealth of Australia

All data and other material produced by the Australian Bureau of Statistics (ABS) constitutes Commonwealth copyright administered by the ABS. The ABS reserves the right to set out the terms and conditions for the use of such material. Unless otherwise noted, all material on this website – except the ABS logo, the Commonwealth Coat of Arms, and any material protected by a trade mark – is licensed under a Creative Commons Attribution 2.5 Australia licence